DOCUMENT RESUME

ED 354 054 JC 930 095

TITLE Community College Enrollment Estimate, Fall 1991.
INSTITUTION California Community Colleges, Sacramento. Office of the Chancellor.
PUB DATE Jan 92
NOTE 29p.; Cover title is: "Estimate of Fall 1991 Enrollment."
PUB TYPE Reports - Research/Technical (143) -- Tests/Evaluation Instruments (160)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Class Size; Community Colleges; *Enrollment; *Enrollment Influences; *Enrollment Projections; *Enrollment Trends; Financial Exigency; School Demography; Student Characteristics; Two Year Colleges; Two Year College Students
IDENTIFIERS *California Community Colleges

ABSTRACT

In December 1991, the Chancellor's Office for the California Community Colleges (CCC) collected enrollment data at 49 of the state's 107 community colleges, representing approximately 54% of the total credit enrollment, in order to gain an estimate of changes, class sizes and unserved populations. Results of the survey include the following: (1) despite budget cuts, fall 1991 enrollment increased by an estimated 1.5% over fall 1990 (an estimated total of 22,000 students), apparently as a result of accommodating students diverted from the state's four-year institutions; (2) it appears that underrepresented new students and students seeking job retraining were often unable to enroll, either being "turned away" or withdrawing because they could not get classes; (3) the CCC's could not accommodate 120,000 potential students, two-fifths of whom withdrew between the first and fourth weeks of the fall term; (4) an estimated 5,000 college course sections were eliminated, generally by consolidating low-enrollment sections of multi-section courses; (5) continuing students and, sometimes, students in special programs received priority for course enrollments; (6) average class section size increased by 5% over 1990, to 31 students per class, the highest level in at least 10 years; (7) most colleges increased full-time faculty and cut part-time faculty and support staff positions; and (8) two-thirds of the colleges reported that they have not settled their collective bargaining agreements for management, certified, and classified staff. Detailed data tables, a copy of the survey instrument, and a summary of enrollment and budget trends in seven other states, are included. (PAA)

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ESTIMATE OF FALL 1991 ENROLLMENT

California
Community
Colleges

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Chancellor's Office
January 1992

JC 930 095

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FALL 1991 COMMUNITY COLLEGE ENROLLMENT ESTIMATE

We have completed our sample survey of community colleges on their Fall 1991 enrollment experience. This survey included 49 of the 107 colleges and about 54 percent of total credit enrollment. This report is based also on several other recent studies by the Chancellor's Office.

In general, we find that:

> Despite budget cuts, enrollments are up modestly. The colleges appear to have accommodated students diverted from UC and CSU and tried to maintain basic skills and ESL classes. However, it appears that new (mostly underrepresented) students and those seeking job retraining often were unable to enroll.

*

Specifically:

- Fall 1991 enrollment has increased by an estimated 1.5% or 22,000 students over the 1,469,000 estimated for Fall 1990.
- Despite the enrollment increase, community colleges couldn't accommodate 120,000 potential students, two-fifths of whom withdrew between the first and fourth weeks of the Fall term.
- An estimated 5,000 college course sections were eliminated, generally by consolidating low-enrollment sections of multi-section courses.
- Continuing students and, sometimes, students in special programs received priority for course enrollments.
- Individuals who failed to enroll were usually those new or returning to the college and/or registering late, including many from underrepresented groups and many seeking job retraining.
- Average class section size increased this Fall by five percent to 31 students per class, the highest level in at least the past ten years.
- Most colleges increased full-time faculty and cut part-time faculty and support staff positions. Salaries are mostly unsettled for the current year.
- Community colleges across the country are experiencing conditions similar to those in California: budget cuts and fee increases. But, substantial increases in enrollment demand due to the recession and policies of 4-year institutions have have produced increased community college enrollments.

*

* See App B

FALL 1991 ENROLLMENT ESTIMATE

MAJOR FINDINGS

- **FALL 1991 ENROLLMENT HAS INCREASED BY AN ESTIMATED 1.5% OR 22,000 STUDENTS OVER THE 1,469,000 ESTIMATED FOR FALL 1990.**

This small change in enrollment - in the face of continuing high demand - follows five years of continuous increases of between 4% and 5% (Appendix A). Of 35 districts surveyed this fall, 21 (60%) report credit enrollment increases, but these typically are modest; only 8 report increases greater than 5%. Noncredit enrollment is expected to be unchanged.

The colleges report higher growth in full-time enrollment than in part-time enrollment. This is due largely to the enrollment of younger students who in other years would have attended UC and CSU, but this year did not because of fee increases and course cuts at those institutions. Other pressures for community college enrollment include a huge one-third increase in the number of unemployed since last year and continuing increases in California's adult population. In fact, we estimate that if colleges had received a normal cost-of-living adjustment (COLA), their enrollments could have increased by as much as 9%. (See Appendix B.)

- **DESPITE THE ENROLLMENT INCREASE, COMMUNITY COLLEGES COULDN'T ACCOMMODATE 120,000 POTENTIAL STUDENTS, TWO-FIFTHS OF WHOM WITHDREW BETWEEN THE FIRST AND FOURTH WEEKS OF THE FALL TERM.**

College officials don't know the precise number of students who did not enroll because courses weren't offered, sections were closed, waiting lists were too long, enrollment fees were increased, and other factors. However, comments by these officials and the reasoning in Appendix B suggests that 119,000 potential students (8% of total enrollment) did not enroll because of the above limitations. This estimate is consistent with a projection of the numbers estimated by college officials (Appendix A).

Our survey shows that applications were up at over three-fifths of the colleges (findings by CSSOs confirm this) and that first week enrollments were up by 4% over the same period in 1990 (Appendix A). But, because of difficulties students experienced in obtaining courses, enrollments dropped and, by the fourth week (the usual measuring time), they were up just 1.5% over the same period in 1990. This drop between first and fourth weeks is nearly two-fifths of the total number of individuals that we estimate wanted to - but weren't able to - enroll this fall (Appendix B).

- **AN ESTIMATED 5,000 COLLEGE COURSE SECTIONS WERE ELIMINATED, GENERALLY BY CONSOLIDATING LOW-ENROLLMENT SECTIONS OF MULTI-SECTION COURSES.**

Colleges officials report their first priority for cut-backs this fall was the low enrollment sections of multi-section classes. And, sections in general education appear to have been cut most often, sections in Basic Skills and English as a Second Language least often.

Colleges typically have section enrollment numbers below which review may lead to cancellation. Sometimes these numbers are collegewide, but most often they vary by discipline and by type of delivery; i.e., lecture vs. lab. Optimal section size numbers have been increased by most colleges, but they have been careful to avoid, if possible, eliminating any single-section courses or courses needed by students in specific program sequences such as in the transfer core or in a nursing program.

- **CONTINUING STUDENTS AND, SOMETIMES, STUDENTS IN SPECIAL PROGRAMS RECEIVED PRIORITY FOR COURSE ENROLLMENTS.**

Only half of the 28 colleges in the survey report explicit priorities for course enrollments. In general, colleges serve continuing students first through preregistration.

A typical priority list for course enrollments includes:

1. continuing students through preregistration
2. students in EOPS and DSP&S programs
3. students who have undergone matriculation assessment
4. returning students
5. all others on a first-come, first-serve basis

All of the colleges that keep track of such things report that more of their sections were filled at opening day than was the case in 1990. And, half of the colleges report that class waiting lists had increased over the prior year (only one-third reported a decrease). Two-thirds of the colleges report an increase in the number of students who didn't get any of the classes they wanted and three of five colleges report that students didn't get some of the classes they sought.

- **INDIVIDUALS WHO FAILED TO ENROLL WERE USUALLY THOSE NEW OR RETURNING TO THE COLLEGE AND/OR REGISTERING LATE, INCLUDING MANY FROM UNDERREPRESENTED GROUPS AND MANY SEEKING JOB RETRAINING.**

It is impossible to determine the precise characteristics of individuals who wanted to enroll, but were unable to do so this fall. Even the characteristics of students who did enroll in the Fall 1991 will not be available until late-Spring 1992. The patterns of course section reductions and enrollment priorities described above, however, suggest that those new to the college and those registering late were least likely to have obtained their courses and, therefore, most likely to not have enrolled.

In recent years, more of the new students have been from minority racial and ethnic groups (largely Asian and Hispanic) and enrolling for noncredit courses than is the case for continuing students. These trends were expected to continue and it is quite possible that more of these students - than others - were not able to enroll this fall.

Another large component of those unable to enroll very likely was composed of individuals recently unemployed and wanting to return to college to retrain. During the past year, California experienced its largest increase in unemployment since the 1982 recession. Historic enrollment patterns indicate that a large surge of community college enrollment should have occurred this fall because of current economic conditions (Appendix B).

The greater-than-average increase in full-time enrollment suggests that individuals diverted from UC and CSU because of higher fees and course cuts were able to enroll at a community college.

- **AVERAGE CLASS SECTION SIZE INCREASED THIS FALL BY FIVE PERCENT TO 31 STUDENTS PER CLASS, THE HIGHEST LEVEL IN AT LEAST THE PAST TEN YEARS.**

This finding follows from our estimates of enrollment change, course section cuts and data from prior studies. An enrollment increase of 1.5% with increased academic loading - due to the higher-than-average increase in full-time enrollment - will probably produce an increase of at least 2% in weekly student contact hours. This, together with a reduction of about 3% in class sections, produces a 5% increase in class size.

The impact of class size on the quality of instruction isn't always clear. However, the quality of those classes which require extensive student writing suffers when the number of students enrolled increases substantially. The same is true in classes geared to discussion and feedback.

- **MOST COLLEGES INCREASED FULL-TIME FACULTY AND CUT PART-TIME FACULTY AND SUPPORT STAFF POSITIONS. SALARIES ARE MOSTLY UNSETTLED FOR THE CURRENT YEAR.**

During past budget cutbacks, colleges reacted by not rehiring part-time faculty and leaving full-time faculty positions unchanged. Improvements in the full-time/part-time faculty ratio mandated by AB 1725, however, led two-thirds of the colleges to increase the number of their full-time faculty in Fall 1991, the term of "reckoning." And, while only one of five colleges cut full-time faculty positions, over half reduced their rehiring of part-time faculty.

One-third of the colleges report cutting support staff positions, while the remainder maintained the status quo, generally not filling vacancies. Cuts were accomplished mostly through attrition. Aside from part-time faculty "layoffs," only 5 of 28 colleges report laying-off staff this fall.

Two-thirds of the colleges have not yet settled their 1991-92 salaries for staff. Six of the 28 colleges surveyed are paying salaries set under previously-approved multi-year contracts; the average COLA for these agreements is less than 3%.c

- **COMMUNITY COLLEGES ACROSS THE COUNTRY ARE EXPERIENCING CONDITIONS SIMILAR TO THOSE IN CALIFORNIA: BUDGET CUTS AND FEE INCREASES. BUT, SUBSTANTIAL INCREASES IN ENROLLMENT DEMAND DUE TO THE RECESSION AND POLICIES OF 4-YEAR INSTITUTIONS HAVE PRODUCED INCREASED COMMUNITY COLLEGE ENROLLMENTS.**

The current economic recession and policies of four-year colleges and universities are causing substantial increases in demand for enrollment at community colleges across the country. Officials in ten other large systems with significant numbers of colleges (outside California) report that despite budget cuts and fee increases, enrollment has generally increased this fall over Fall 1990. All ten systems experienced enrollment increases, ranging from 3% to over 5%. And, it is reported that all increases would have been greater if budgets had been adequate to meet the increasing demand.

Research and Analysis Unit
Chancellor's Office
December 12, 1991

APPENDIX A

FALL 1991 ENROLLMENT ESTIMATE
RESULTS OF TELEPHONE SURVEY

METHOD

The Research and Analysis Unit of the State Chancellor's Office conducted a telephone survey of officials at a representative sample of 28 community colleges during the first week of December 1991 to update the estimate of enrollment for Fall 1991. The same sample of colleges was utilized in an earlier September survey as well as in four prior year surveys. This sample was originally selected on a random basis to reflect the diversified geography (north and south), location (urban, suburban, rural), and size (large, medium and small) of California's community colleges. A validation of this sample based on known characteristics shows that it closely represents the statewide distribution of student ethnicity, age, unit load, sex, and number of families below the poverty level.

The telephone interviews were conducted with either the Dean of Instruction, Dean of Admissions and Records, or Registrar at each campus. In addition to enrollment estimates, the college representatives were asked to discuss factors which might be influencing enrollment trends. Other questions related to district fiscal policies and budget strategies in light of the funding shortfall. At the time of the survey, all colleges were well past the fourth week of instruction and were asked to provide data as of the first census period.

In addition to the 28 college survey sample, a half dozen of the largest district offices were surveyed on Fall term enrollment changes. These results were used to expand the sample estimte with respect to headcount enrollments and student workload patterns.

ENROLLMENT CHANGES

Based on the 28 college survey sample, overall fourth week census credit enrollment is estimated to have increased by 1.2 percent in Fall 1991 over the same period a year ago. Full-time enrollment increased slightly faster at 1.4 percent compared to 1.1 percent for part-time enrollment (Table 1). The sample colleges were unable to provide complete information on changes in noncredit enrollments. Most colleges indicated midterm noncredit headcounts are down but that increases in short term classes for the balance of the term should make up for the lag.

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APPENDIX A

TABLE 1

ESTIMATED CREDIT ENROLLMENT
FALL 1990, 1991

COLLEGE	FALL 1990	FALL 1991	4th WK # CHGE	4th WK % CHGE	1st WK % CHGE	DIFF
Canyons	6104	6209	105	1.72	6.5	4.78
Cerritos	20196	20596	400	1.98	2.2	0.22
Columbia	2432	2522	90	3.70	8.0	4.30
Compton	5083	5482	399	7.85	0.0	-7.85
Contra Costa	7831	7787	-44	-0.56	1.0	1.56
Cuyamaca	4570	4862	292	6.39	9.2	2.81
El Camino	26577	25214	-1363	-5.13	0.0	5.13
Gavilan	5401	4345	-1056	-19.55	-7.9	11.65
Grossmont	17441	17484	43	0.25	0.0	-0.25
Hartnell	7587	7898	311	4.10	3.0	-1.10
Imperial	4917	5226	309	6.28	5.5	-0.78
Lassen	2662	2637	-25	-0.94	0.0	0.94
Long Beach	22846	23427	581	2.54	1.0	-1.54
LA Pierce	18522	19201	679	3.67	6.1	2.43
Marin	10414	10303	-111	-1.07	-11.0	-9.93
Mendocino	4286	4374	88	2.05	4.8	2.75
Mira Costa	9002	9137	135	1.50	3.6	2.10
Mission	11587	11223	-364	-3.14	-1.0	2.14
Orange Coast	24661	25134	473	1.92	5.8	3.88
Palo Verde	1079	1063	-16	-1.48	0.0	1.48
Rancho Santiago	23681	26379	2698	11.39	10.0	-1.39
Riverside	20611	21691	1080	5.24	10.0	4.76
Sacramento	17229	16669	-560	-3.25	2.5	5.75
San Joaquin	17400	17619	219	1.26	2.2	0.94
San Mateo	15272	15167	-105	-0.69	4.8	5.49
Skyline	9451	9371	-80	-0.85	9.7	10.55
Ventura	12061	12158	97	0.80	-2.0	-2.80
West Valley	14386	14158	-228	-1.58	-7.0	-5.42
Total	343289	347336	4047	1.18	4.3	3.12

Table 1a computes the enrollment changes when the sample data is combined with data from the large districts. Because of additional growth funding provided in the 1991 Budget Act for Los Angeles and Peralta, the analysis of enrollment changes for these two districts was kept separate. The survey indicates that these two districts, which account for about a tenth of the statewide enrollment, increased by 6 percent. Enrollment in 6 other large districts which comprise nearly one-fifth of statewide headcount grew by only 0.9 percent. It is assumed that the remaining colleges had enrollment changes comparable to the 28 college survey sample.

These findings, when weighted in proportion total enrollment indicate an overall first census credit enrollment growth of 1.65 percent for Fall 1991 (See table 1a). A similar analysis of data on student workload (i.e., full-time and part-time headcount) indicates Fall 1991 full-time enrollment statewide increased by 2.3 percent and part-time by 1.8 percent. (See Table 1b).

Comparing these findings to an earlier survey completed at the end of registration at the same sample colleges indicates that the 4.3 percent increase in opening enrollment applications did not materialize in a similar increase in enrollment. The enrollment drop between first and fourth weeks suggests that as much as 3 percent of enrollment or 45,000 students applied for enrollment, but did not enroll in any classes.

Data on noncredit enrollment are not available yet. However, comments by college Officials suggest it may be virtually unchanged. If so, overall enrollment is up 1.5%, the smallest increase in six years (Table 2, Figures 1 and 2).

STUDENT LOAD

Of the 15 colleges providing data on student workload (i.e., WSCH per enrollee), 9 (60%) indicated increases while 6 (40%) reported no change or a decrease.

SECTION CUTS

* Compared to the prior fall term, community colleges statewide offered 5,000 fewer sections. Twenty-five of the 28 sample colleges provided data on section changes. Of these 25, 15 (60%) made cuts while 10 (40%) offered the same number of sections or grew.

* Only 11 of the 28 sample colleges provided information on the number of sections that were filled on the first day of instruction. The percent of sections which were filled and closed to late registration increased from 41% in Fall 1990 to 54% in Fall 1991 for the reporting colleges. All 11 colleges indicated an increase for Fall 1991.

* Colleges that experienced cuts in the number of sections

generally reported across the board cuts in terms of their mission. When asked to rank class priorities, they reported the most frequent cuts in transfer/general education classes and least frequent cuts among basic skills and ESL classes.

Typically colleges establish a minimum class enrollment which triggers a review to determine if class should be dropped. Criteria most often used to determine which sections to cut include:

- Classes with low enrollments historically
- Classes comprising a course with under-utilized multiple sections
- Classes having low community interest
- Classes taught by part-time faculty (to improve AB 1725 required FT/PT ratio)
- Classes for a discontinued program
- Classes taught by a full-time faculty member who is retiring or departing

Colleges experienced the following changes (as indicated by Chief Instructional Officers) in student enrollment patterns this Fall term (Table 3):

- 62% (of the sample colleges) indicated increase in the number of students who applied for enrollment.
- 64% reported an increase in the number of students enrolled on the first day of classes.
- 50% reported an increase in the number of students placed on a class waiting list.
- 57% reported an increase in the number of students enrolled as of the fourth week census.
- 59% reported an increase in the number of students who did not get some classes in which they attempted to enroll.
- 66% reported an increase in the number of students who did not get any classes in which they attempted to enroll.

Only half (14) sample colleges reported the existence of explicit priorites for managing course enrollments. Students receiving first choice enrollment most often include:

1. Continuing students through priority pre-registration,
2. Students in EOPS and DSPS programs,
3. Students who have undergone matriculation assessment,

faculty ratio.

- 57% of the sample colleges decreased the number of part-time faculty re-hires. Only 2 (8%) colleges increased their part-time faculty counts. Colleges not rehiring part-time faculty tended also to report cutting sections. Other colleges reduced part-time faculty to improve their FT to PT faculty ratio.

- 43% of the sample colleges did not fill vacancies for retiring or departing administrators. The majority of the remaining colleges maintained prior year staffing levels.

- 36% of the sample colleges made cutbacks in classified support staff, with the remaining colleges maintaining the status quo.

- 20% of the sample colleges cut students service professionals while the remainder maintained prior year levels or made some increases.

- 41% of the sample colleges cut classified staff with the remaining 59% maintaining or improved prior year levels.

Other budgetary actions reported include:

- Cutting supplies and miscellaneous line items
- Leaving positions vacant under a hiring freeze
- Replacing retirees with lower cost temporary or new employees

BUDGET STRATEGIES

The sample colleges surveyed indicated the following strategies were employed to deal with budget constraints.

*75% of the colleges increased class size through consolidation of multi-section classes, closing our low enrollment sections and increasing the upper limit on section enrollments.

*Virtually all (96%) of the colleges kept student outreach at or below level of activities used in prior years.

*38% of colleges encouraged staffing reductions through early retirement incentives.

*Most (80%) of colleges did not resort to staffing lay-offs. Just five (20%) colleges reported laying-off some staff.

COLLECTIVE BARGAINING

Two-third of colleges indicated they have not settled their collective bargaining agreements for management, certificated and classified staff. Among the one-third of colleges who reported a settlement regard COLA, about one half were covered by a multi-year contract provision. The average COLA granted for these colleges was under 3% (i.e., Administration, 2.2%; Certificated, 2.5% and Classified, 2.7%).

Table 1a

Survey of Credit Enrollment Headcount
FALL 1991

District	Fall 1990	Estimated Fall 1991	% Change
LARGE DISTRICTS			
LOS RIOS	52,918	52,157	-1.44
MT SAN ANTONIO	23,104	23,609	2.19
NORTH ORANGE	31,199	32,911	5.49
RANCHO SANTIAGO	23,677	26,379	11.41
SANTA BARBARA	11,823	11,981	1.34
SAN DIEGO	48,825	46,168	-5.44
SUBTOTAL	191,546	193,205	0.87
SPECIAL CASE			
LOS ANGELES	110,690	116,940	5.65
PERALTA	26,565	28,561	7.51
SUBTOTAL	137,255	145,501	6.01
SAMPLE COLLEGES	343,289	347,336	1.18
REMAINING COLLEGES	574,910	581,579	1.16
STATEWIDE EST.	1,247,000	1,267,621	1.65

Table 1b

Survey of Credit Enrollment Workload

District	FULLTIME FALL 1990	FULLTIME FALL 1991	% CHANGE	PARTTIME FALL 1990	PARTTIME FALL 1991	% CHANGE
LARGE DISTRICTS						
LOS ANGELES	38,558	40,695	5.54	72,132	76,245	5.70
MT SAN ANTONIO	7,205	7,432	3.15	15,899	16,177	1.75
RANCHO SANTIAGO	4,400	4,757	8.11	19,277	21,622	12.16
SANTA BARBARA	4,488	4,511	0.51	7,335	7,470	1.84
PERALTA	5,024	5,774	14.93	17,208	18,500	7.51
SUBTOTAL	59,675	63,169	5.86	131,851	140,014	6.19
SAMPLE COLLEGES	81,770	82,969	1.47	235,779	238,170	1.01
REMAINING COLLEGE	177,340	179,947	1.47	545,590	551,046	1.00
STATEWIDE TOTAL EST.	318,785	326,085	2.29	913,220	929,230	1.75

FOOTNOTE: The higher enrollment growth reflected in Table 1b is attributable to missing data on student workload for Vista College, Los Rios CCD, and San Diego CCD.

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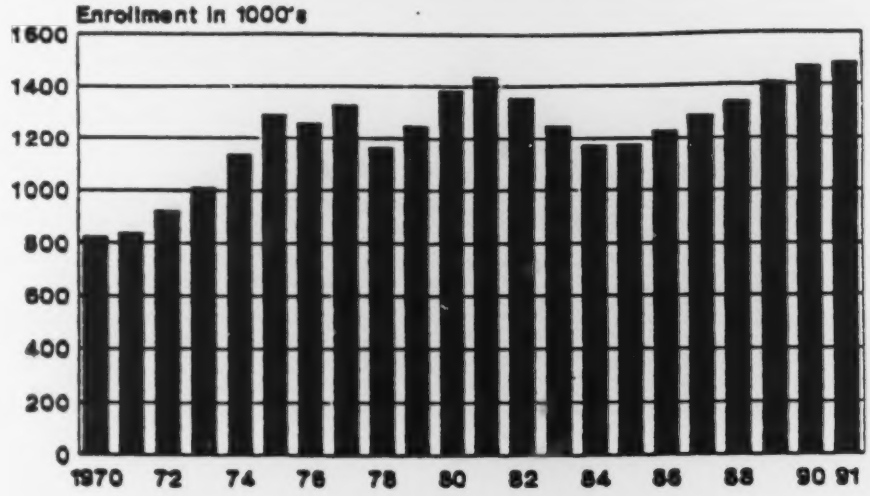
APPENDIX A

TABLE 2

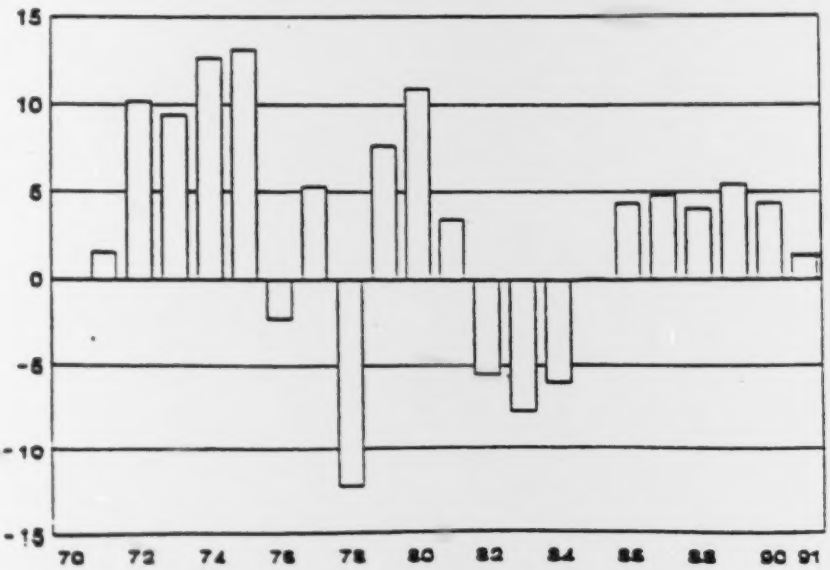
Trends in Headcount Enrollment
(In Thousands)
California Community Colleges

	Year	Total Enrollment N	%change	Credit Enrollment	%change	Noncredit Enrollment	%change
	70	825		652		173	
	71	837	1.5	695	6.6	142	-17.9
	72	922	10.2	725	4.3	197	38.7
	73	1009	9.4	853	17.7	156	-20.8
	74	1136	12.6	959	12.4	177	13.5
	75	1285	13.1	1104	15.1	181	2.3
	76	1256	-2.3	1075	-2.6	181	0
	77	1322	5.3	1118	4	204	12.7
	78	1160	-12.3	1049	-6.2	111	-45.6
	79	1248	7.6	1101	5	147	32.4
	80	1384	10.9	1190	8.1	194	32
	81	1431	3.4	1254	5.4	177	-8.8
	82	1352	-5.5	1188	-5.3	164	-7.3
	83	1248	-7.7	1085	-8.7	163	-0.6
	84	1173	-6	1005	-7.4	168	3.1
	85	1174	0.1	1004	-0.1	170	1.2
	86	1225	4.3	1057	5.3	168	-1.2
	87	1284	4.8	1095	3.6	189	12.5
	88	1336	4	1131	3.3	205	8.5
	89	1408	5.4	1195	5.7	213	3.9
Est.	90	1469	4.3	1247	4.4	222	4.2
Est.	91	1491	1.5	1268	1.7	223	0.4

Figure 1
CALIFORNIA COMMUNITY COLLEGES
Credit Enrollment

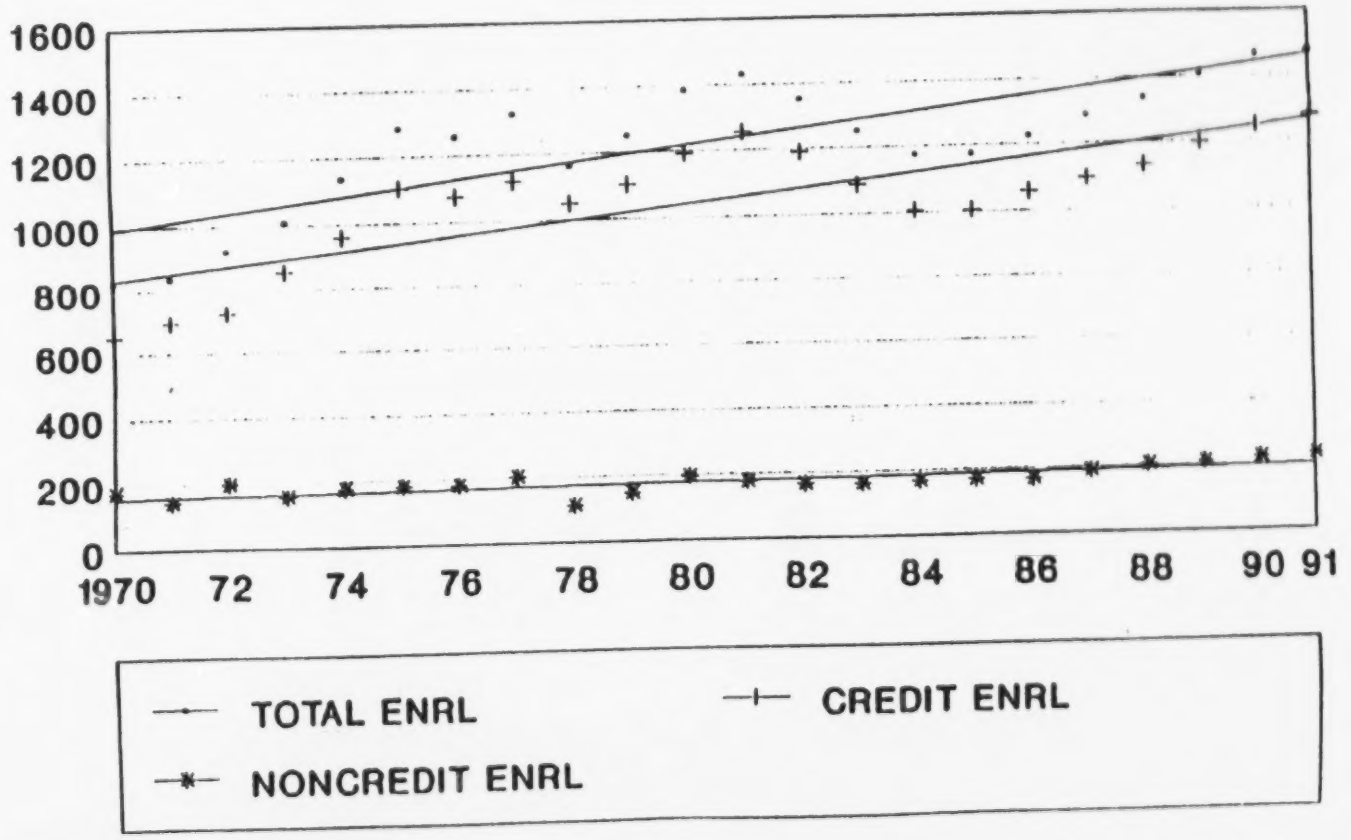


Percent Change in Credit Enrollment



Source: Chancellor's Office

Figure 2
CALIFORNIA COMMUNITY COLLEGES
Credit And Noncredit Enrollment



Source: Chancellor's Office

APPENDIX A
TABLE 3

FALL 1991 ENROLLMENT: ESTIMATED CHANGE OVER FALL 1990 FOR 28 SAMPLE COMMUNITY COLLEGES

	INCREASE	UNCHANGED	DECREASE	DON'T KNOW
APPLICATIONS				
# of colleges	13	3	5	7
%	62%	14%	24%	
1st WEEK ENROLLMENT				
# of colleges	18	5	5	0
%	64%	18%	18%	
4th WEEK ENROLLMENT				
# of colleges	16	1	11	0
%	57%	4%	39%	
SECTIONS FILLED ON OPENING DAY				
# of colleges	11	0	0	17
%	100%	0%	0%	
# OF STUDENTS ON CLASS WAITING LISTS (1st WEEK)				
# of colleges	6	2	4	16
%	50%	17%	33%	
# OF STUDENTS WHO DID NOT GET SOME CLASSES				
# of colleges	10	3	4	11
%	59%	18%	23%	
# OF STUDENTS WHO DID NOT GET ANY CLASSES				
# of colleges	12	3	3	10
%	66%	17%	17%	

Source: Chancellor's Office, November 1991.

4 Returning students, and
5. All others on a first-come, first-serve basis.

STUDENTS WHO COULD NOT ENROLL

- Colleges in the sample estimated that a total of 30,700 students were "turned away" or withdrew because they could not get classes. This figure projects to a total of 126,000 students statewide. It should be noted that colleges do not have reliable data to confirm this estimate.

- Students most often turned away were those who registered late. Other student types mentioned included:

  --- Occupational education students
  --- Older adults in noncredit classes
  --- New high school students
  --- Basic skills and ESL students

- Only one college mentioned turning away a disproportionate number of amnesty and immigrant students.

- Programs and courses requested by the community that could not be offered due to fiscal contraints included:

  Printing
  Hospitality Management
  Substance Abuse
  Band
  Foreign Languages
  Drama
  Paralegal
  Real Estate Brokering
  Health Science
  Rodeo Program
  Culinary Science
  Furniture Making
  Computerized Art
  English as a Second Language (more sections)
  Nursing Program
  Basic Skills Classes
  Algebra
  Marine Biology

EMPLOYEE ACTIONS

College employee actions are reflective of statutory mandates and the need to accommodate budgetary cutbacks.

- 64% of the sample colleges increased while only 21% decreased the number of full-time faculty. The remaining colleges experienced no change. In accordance with AB 1725, Fall 1991 term represented the deadline for hiring full-time faculty from program improvement funds designated to improve the Ft to Pt

CHANCELLOR'S OFFICE ENROLLMENT DEMAND/MANAGEMENT SURVEY

This survey is being conducted at the request of Chancellor David Mertes for upcoming policy discussions with the Board of Governors and with the CEO's through the consultation process.

Please complete and return your college's response by FAX (916) 323-9478, no later than Wednesday, November 13, 1991. If you have any questions, please call Leonard Shymoniak or Channing Yong at (916) 322-4656.

COLLEGE: _____

CONTACT PERSON: _____ TITLE: _____

TELEPHONE: _____

1. What is your Fall 1991 enrollment as of 1st census and how has it changed (%) from Fall 1990?

	Fall 1990	Fall 1991	Change Number	Change Percent
Full-time				
Part-time				
Noncredit				
Total				

2. Compared to a comparable period last Fall term, what changes have occurred in student workload (i.e., WSCH per student)?

	Fall 1990	Fall 1991	Change Number	Change Percent
WSCH per student				

3. How many class sections did you offer last fall and this fall? How many of these sections were closed on opening day?

	Fall 1990	Fall 1991
a. Class sections offered:		
b. % of sections filled (closed) on first day of instruction		

c. If sections were cut, rank the type of classes most frequently dropped (1=most frequent; 6=least frequent):

	Types of Classes
_____	1. Transfer
_____	2. Vocational Education
_____	3. Basic Skills
_____	4. ESL
_____	5. Adult Education
_____	6. Community Services

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d. Which of the following criteria were used to determine course sections cuts?

Yes___ No___ 1. Low enrollment classes (historically)
Yes___ No___ 2. Class did not meet minimum enrollment standard
Yes___ No___ 3. Taught by part-time faculty
Yes___ No___ 4. High cost program
Yes___ No___ 5. Basic skills classes
Yes___ No___ 6. ESL classes
Yes___ No___ 7. Discontinued program
Yes___ No___ 8. Low community interest (demand)
Yes___ No___ 9. Taught by now retired/departed full-time faculty
Yes___ No___ 10. Other_____

_____

_____

_____

4. Did your district/college employ explicit priorities for managing course enrollment? YES _____ NO _____

If yes, please describe which students had first choice, which had last choice, etc._____

_____

_____

_____

5. Do you have a count or estimate of students:

	Number	Increase (+)	Decrease (-)	% Change
a. Applied for enrollment this fall?	_____	_____	_____	_____
b. Enrolled on the 1st day of instruction?	_____	_____	_____	_____
c. Placed their name on class waiting lists as of opening day?	_____	_____	_____	_____
d. Enrolled as of fourth week census?	_____	_____	_____	_____
e. Did not get some classes in which they attempted to enroll?	_____	_____	_____	_____
f. Did not get any classes in which they attempted to enroll?	_____	_____	_____	_____

6. Estimate the number of students that you "turned away" (i.e., who did not enroll or withdrew because they couldn't get thei classes)?_____

   a. What were their characteristics? _____

   _____

   b. Were they disapportionately amnesty/immigrant students?
      Yes____ No____ Don't Know____

7. What programs/courses have been requested by your community that you haven't been able to offer?

Program:	ADA
_____	_____
_____	_____
_____	_____

8. Which of the following staffing actions have you taken this fall?

	Increased	Unchanged	Decreased
Full-time faculty	_____	_____	_____
Part-time faculty	_____	_____	_____
Administrators	_____	_____	_____
Student service professionals	_____	_____	_____
Support staff	_____	_____	_____

9. Describe your overall strategy for dealing with budget cuts this fall. Indicate whether there is an increase (+), decrease (-), or no change (no) in the strategy for your college.

(+)	(no)	(-)	
( )	( )	( )	a. Employees compensation levels
( )	( )	( )	b. Faculty teaching hours (WFCH)
( )	( )	( )	c. Average class/section size
( )	( )	( )	d. Student recruitment beyond mailing class schedules
( )	( )	( )	e. Encouragement of early retirements
( )	( )	( )	f. Staffing layoffs
( )	( )	( )	g. Other (specify) _____

_____

_____

_____

10. Have the Fall 1991-92 fiscal year salary negotiations for (1) administrators, (2) full-time faculty, and (3) classified been settled.

If yes, what cost of living adjustments (COLA'S) are in effect for the Fall 1991-92 fiscal year in your district?

	HAVE NOT SETTLED	IF YES		
			Type of Contract	
		COLA	SINGLE YR	MULTI- YR
Administration	_____	_____	_____	_____
Full-time faculty	_____	_____	_____	_____
Classified	_____	_____	_____	_____

UC AND CSU ACTIONS ON FEES AND COURSES ENROLLMENT: +24,000

Actions by UC and CSU to increase fees and reduce courses and by UC to have its students pick up their remedial work at a community college caused an increase of students at community college during Fall 1991. While precise data are not available on this, CPEC - working with the 4-year segments - earlier estimated that the total impact would be about 24,000 headcount.

Consistent with the above estimate is the fact that while the number of high school graduates between 1990 and 1991 was unchanged, community college full-time enrollment increased by nearly 2 percent. Normally these two measures correlate more closely. The difference of nearly 2% or 30,000 students suggests that most of the young, full-time students diverted from UC and CSU were able to enroll in a community college.

POPULATION INCREASE ENROLLMENT: +18,000

Using the same studies cited above, we have found that the "population-elasticity" of community college enrollment is +0.6. That is, a 10 percent increase in population produces a 6% increase in community college enrollment. If so, then the 2% increase in California population between 1990 and 1991 would have produced a 1.2% increase in community college enrollment or about 18,000 more students.

CONSTRAINTS TO ACCESS

REDUCTION OF 5,000 COURSE SECTIONS ENROLLMENT: -56,000

The reduction of 5,000 course sections (from our preliminary enrollment survey), assuming 30 students per section and 3 weekly course contact hours, equates to about 450,000 weekly student contact hours (WSCH). The average community college student carries eight WSCH and, therefore, it can be argued that this action effectively reduced community college enrollment by just over 56,000 students. This is an approximation of course, but is far more reasonable than assuming that all these students simply took one less course. Indeed, one-fourth of our students enroll for only one course.

COURSE SECTIONS CLOSED ENROLLMENT: -45,000

All reporting colleges in our survey (Appendix A) indicate that the number of class sections filled on opening day Fall 1991 was greater than that of the prior year. Colleges also reported first week enrollment gain of 4% over the same week in Fall 1990. By the fourth week of Fall 1991, however, the increase (over

APPENDIX B
FACTORS INVOLVED IN
1991 COMMUNITY COLLEGE ENROLLMENT CHANGE

It is impossible to determine precisely how many potential students were unable to enroll in the Fall 1991 at California community colleges. However, our work suggests that:

- **Despite the enrollment increase, community colleges couldn't accommodate 120,000 potential students, two-fifths of whom withdrew between the first and fourth weeks of the Fall term.**

This statement is based on the following reasoning. We estimate from our preliminary survey of college personnel that Fall 1991 enrollment is up by 1.5% or 22,000 students over an estimated enrollment of 1,469,000 in Fall 1990. And, we think the following factors played a part in this change:

Factor	Potential Enrollment Change
DEMAND	
• Worsening economy: unemployment up	+103,000
• UC and CSU actions on fees and courses	+ 24,000
• Population Increase	+ 18,000
Subtotal	+141,000
CONSTRAINT TO ACCESS	
• Community college course section cuts	- 56,000
• Community college classes filled	- 45,000
• Other	- 18,000
Subtotal	-119,000
Net Enrollment Change	+ 22,000

The basis for each estimate is described below.

DEMAND

WORSENING ECONOMY, UNEMPLOYMENT UP ENROLLMENT: +103,000

Past studies (R&A Memo 91-28 and Study of Fee Impact, 1987) show community college enrollment as having an "unemployment-elasticity" of between +0.2 and +0.4. That is, when the number of unemployed California workers increases by 10%, community college enrollment increases by between 2% and 4% due to individuals returning for retraining so as to seek new jobs. Because of the current recession, the number of unemployed in California increased by nearly 38% from July/August 1990 to July/August 1991. A possibly-conservative estimate of the impact of this dramatic rise in unemployment is that, based on historical patterns, it would have caused community college enrollment to increase by 7% or 103,000 students.

1990) was just 1.5%. This represents a loss of approximately 45,000 students, most of whom didn't obtain the courses they sought and withdrew. Two-thirds of the reporting colleges indicate an increase over the prior year in the number of students who didn't obtain any of the courses they sought.

MARYLAND

Community college enrollments for Fall 1991 increased by 5.2%, while state funds were cut by 25%. The state funds comprise 28% of the total funding for community colleges. As a result, the colleges have had to lay off and furlough staff, reduce the number of sections and increase class size. Tuition in Maryland ranges from $31.00 to $58.00 per unit.

TEXAS

Texas community college enrollments are up for Fall 1991 by 4.4%. The enrollment increase is primarily due to a significant increase in tuition for the four-year colleges. The funding level for community colleges is unchanged from 1990. Total community college enrollment in Texas in now 388,000.

FLORIDA

No statewide enrollment statistics for Fall 1991 are available. However, preliminary data indicate that community college enrollments are increasing. Limitations on admissions to four-year institutions are thought to be a major factor in this increase. Community College fees were raised last year, and there have been budget cuts this fall.

ILLINOIS

Headcount enrollment has increased by 4% this fall while FTE increased 4.7%. Enrollment had increased only 1% in Fall 1989. There have been fee increases, but they vary by district. Reasons for the growth in enrollments include: the recession and limits on admissions to the 4-year colleges and universities.

VIRGINIA

Headcount enrollment is up by 2.9%, while FTE increased by 3.5% this fall despite a 12.5% cut in operating budgets. The likely cause of the growth in enrollments was increased tuition at the 4-year colleges. Average class size has increased while the number of part-time faculty has decreased (Virginia has a state mandated ratio of full-time to part-time faculty).

WASHINGTON

Enrollment data will not be available until after January. Although tuition increased by 10%, and despite budget cuts, enrollment is expected to increase because four-year colleges are limiting admissions and because there is a strong demand for ESL, basic skills, and vocational education.

ARIZONA

No enrollment data are available for Fall 1991 at this time, but preliminary studies suggest there will be a slight increase over 1990. Some districts increased fees and there have been budget cuts, though they are not finalized. The effect of the four-year institutions' policies on community college enrollments is not known, but there has always been a large number of reverse transfers.